

DD/A Registry

File Security-4

Staff Study on the Distribution of Agency Unclassified Publications

John F. Blake
Deputy Director for Administration
7D 24 Hqs

DDA78-2371/6

5454

29 August 1978

Deputy Director of Central
Reference
2E 60 Hqs

Clar:

I am returning to you the study on "Distribution of Agency Unclassified Publications" which was approved in its entirety by the Director on 25 August 1978. The implementation of the recommendations fall to both NFAC and OPA and, in fact, several of them are joint to both units. As I mentioned to you on the phone, it does seem to make sense to pass this matter on to NFAC to oversee the implementation of recommendations in conjunction with OPA.

May I express my thanks to you, and through you to the other members of your group, for a rather involved job that was extremely well done.

/s/ Jack Blake

John F. Blake

Atts:

DDA 78-2371/4, -/5

Distribution:

Orig - DD/OCR

1 - D/PA

~~1~~ - DDA Subj

1 - DDA Chrono

1 - JFB Chrono

DDA:JFBBlake:kmg (29 Aug 78)

DDA 78-2371/5

23 August 1978

MEMORANDUM FOR: Director of Central Intelligence

FROM: John F. Blake
Deputy Director for Administration

SUBJECT: Distribution of Agency Unclassified Publications

1. Action Requested: Your approval of the recommendations made in the attached staff study on the distribution of Agency unclassified publications.

2. Background: During the conference held by you with the Agency senior officers at the [REDACTED] on 2 and 3 June 1978, it was agreed that I would pursue the issue of trying to develop additional means for the distribution of Agency unclassified publications.

3. Staff Position: A study group of appropriate officers was put together on this matter and they have delivered to me their final report under the date of 15 August 1978. The report may be viewed as somewhat lengthy but in the opinion of the authors it was worthwhile to acquaint you not only with the historical background of this issue but also the current level of the activity. The report addresses itself very nicely to both issues and I think you will profit by being made aware of both points.

4. Recommendation: The recommendations appear to be solid and are in keeping with the caveats that you established, i.e., we should not get into any extensive printing and distribution business on our own to increase the circulation of the unclassified publications. Accordingly, I forward the report for your review and approval.

/s/ John F. Blake

John F. Blake

Att:
Subject Staff Study

APPROVED: 15/

Director of Central Intelligence

25 Aug 1978
Date

DISAPPROVED: _____

Director of Central Intelligence

Date

STATINTL

SUBJECT: Distribution of Agency Unclassified Publications (DDA 78-2371/5)

Distribution:

Orig - DCI (for return to DDA) w/Orig Att
1 - DDCI w/cy of Att
1 - ER w/cy of Att
~~1~~ - DDA w/cy of Att Subj
1 - DDA Chrono
1 - JFB Chrono
DDA:JFBBlake:kmg (23 Aug 78)



15 AUG 1978

MEMORANDUM FOR: Deputy Director for Administration

FROM: Clarus W. Rice
Deputy Director of Central Reference

SUBJECT: Staff Study on the Distribution of Agency
Unclassified Publications

REFERENCE: Your Memo to DD/NFAC, D/PA, and D/L dated
12 June 1978, Same Subject (DDA 78-2371)

1. Attached is a staff study prepared by the group created under the referent to examine improved public access to unclassified Agency publications. The revised study reflects the changes discussed at the 9 August meeting of the study group with you and the AD-M/NFAC.

2. The draft guidelines for the expanded distribution of selected NFAC publications by the Office of Public Affairs (OPA) are also attached. Per your request, these criteria were drafted by NFAC and OPA. The criteria have not been reviewed by the Office of General Counsel (OGC), but OGC, in an opinion (OGC 75-2881) dated 8 August 1975, ruled that "Agency publications which are unclassified and otherwise not sensitive may be given to the public free of charge provided such distribution is for official purposes or in the public interest. Furthermore, these areas are probably broad enough to cover the situation with which you are concerned. The fact of concurrent publication for sale to the public by the Government Printing Office is irrelevant to the propriety of Agency distribution".

3. With the transmission of this report, the study group has been disbanded. I am available, along with [REDACTED] of OPA, to assist NFAC and OPA in carrying out the study's recommendations if they are approved by the DCI.

STATINTL

Clarus W. Rice

STATINTL

Attachments: a/s

STAFF STUDY

I. STATEMENT OF THE PROBLEM

A. How to improve the distribution of unclassified Agency publications to the general public. The objective is to provide the public with a direct, easy-to-use, and inexpensive access to the publications and secondarily provide an opportunity for enhancing the public image of the Agency and intelligence.

B. This staff study summarizes the history of the Agency's public release policy, outlines the current methods of distribution, discusses the various options for improving this distribution, and recommends revised Agency procedures.

II. BACKGROUND

A. History

1. In January 1972, the DDI approved release of selected unclassified biographic reference aids produced by the Central Reference Service (now known as the Office of Central Reference [OCR]) to the public through the Document Expediting (DOCEX) Project of the Library of Congress. The DDI selected DOCEX to avoid expensive in-house handling costs, and because DOCEX provided services to a cross section of academic libraries throughout the United States.

2. A number of unclassified Agency publications had been disseminated to the public before January 1972, some with the Agency seal and others without attribution. The Department of State's Office of External Research disseminated CIA's biographic reference aids to the academic community for almost 10 years, until the program was discontinued in 1970 because of State's budgetary reductions. The covers and any other indicators of Agency attribution were removed before transmittal by the Department of State, but most of the recipients knew CIA was the source. The DDI Academic Coordinator in the 1960's distributed various reference and research aid publications to selected Chinese and Soviet academicians. This practice has continued, with NFAC's Coordinator for Academic Relations disseminating unclassified publications to academicians, and NFAC offices distributing publications to selected members of the academic and business communities. The DDP (now DDO) released, in the late 1960's, 38 Personal Name Handbooks to the public through the Library of Congress' Photoduplication Service. CIA attribution did

not appear on these handbooks, but the Agency was identified as the originator in Library of Congress' catalogs. The Map Library has a program that began in the 1960's for releasing General Survey maps and some atlases. [REDACTED]

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3. The OCR distribution program through DOCEX, however, was the first formal, systematic public release implemented by the DDI. The Office of Economic Research (OER) joined the DOCEX program in late 1972, and other DDI offices began releasing selected unclassified publications in the following years. Approximately 150 NFAC publications were released through DOCEX in calendar year 1977; this is up from 28 in calendar year 1972 when the program was initiated. The majority of the items released to date are OCR and OER publications.

4. The CIA publications quickly became "best sellers" in DOCEX. Requests came from the business and academic communities, newspapers, the general public, and foreign governments. DOCEX established a special CIA-only subscription list to handle these requests. Currently, there are 233 subscribers to that list that include 67 foreign governments and businesses and 166 domestic subscribers (newspapers, research firms, companies, banks, academic institutions, and private individuals). Numerous other inquiries are handled on an individual publication basis by the Photoduplication Service of the Library of Congress.

5. In November 1975, private and academic librarians requested that CIA unclassified publications be released through the Federal Depository Library Program which creates, by law, a class of libraries in the United States in which Government documents are deposited for the use of the public. There are an estimated 1,390 depository libraries. In June 1977, the DCI approved Agency participation in the Depository Program. Approximately 900 depository libraries are now receiving Agency publications. Under this program, two copies of every Agency unclassified publication are furnished to the Government Printing Office (GPO). The GPO has a contractor convert the hard copy materials to microfiche which are distributed to the depository libraries. If the Agency publication contains charts, graphics, and maps in color, and the color is "crucial," 900 hard copies are furnished for distribution to depository libraries.

B. Federal Government Distribution Outlets

1. Federal agencies that do not want to distribute their own documents or that may want to supplement their own internal

systems can use three major Federal governmental distribution outlets--the Superintendent of Documents, the NTIS of the US Department of Commerce, or the DOCEX Project of the Library of Congress, supplemented by the Photoduplication Service of the Library of Congress. The same governmental document may be available for distribution by all three of these outlets.

2. The types of service provided, the clientele served, and service availability and coverage vary with these outlets.

C. Distribution by the Superintendent of Documents

1. Distribution by the Superintendent of Documents is entirely by sale (except for distribution of hard copy and microfiche of items to depository libraries). Anyone may order a publication offered by the Superintendent either by mail or in person using an over-the-counter sales office at the GPO or one of 19 branch sales offices. Stocks in the branch offices are small, but the price lists are maintained and mail orders may be placed. The Superintendent publishes a Monthly Catalog of information about current items. The Superintendent sells coupons which may be used to purchase publications in lieu of cash or money orders, and regular customers may make cash deposits to cover orders.

2. It is impossible to categorize the types of publications offered for sale by the Superintendent, but he is only interested in selling those items which in his opinion will have a market. The Superintendent selects those Federal agency publications that he feels will sell. He has no obligation to accept all of them for public sale. The Superintendent has no obligation to reprint or to provide out-of-print documents.

D. Distribution by the NTIS

1. Commerce's NTIS is a clearinghouse for US and foreign governments-sponsored research, development, and engineering reports and other reports (business, economic, scientific, social) prepared by Federal and local governmental agencies. Distribution is by sale only since the law that created NTIS requires it to recover its operating costs from the sales of its products and services. NTIS offers its customers documents, microforms, and Federally-generated machine processable data files.

2. The NTIS collection is estimated to exceed one million titles and all are available for sale; about 10 percent of the titles are stocked in multiple copies. NTIS publishes weekly newsletters announcing its new research reports issued under

26 different categories of interest (administration, energy, medicine, physics, etc.) and also publishes a biweekly index journal to all new receipts. Customers may also utilize NTIS' on-line computer search service or purchase stock copies of published searches. The NTIS data base is also commercially available to subscribers of the Systems Development Corporation's on-line data service, ORBIT, and Lockheed's DIALOG. Standing order, microfiche, and automatic paper copy distribution services are available. Additional tailored services are offered. NTIS offers deposit accounts or American Express charge service; otherwise payment by check or money order must accompany each order. Three service options are available--rush handling, premium service, and regular service. Two retail sales offices are maintained, one in Washington, DC, and the other in Springfield, Virginia.

3. NTIS advertises itself as one of the world's leading processors of information, stating that it ships about 20,000 information products daily. The NTIS price schedule is related to page size of the document; for example, a document up to 25 pages sells for \$4.00, a document of 100 to 125 pages sells for \$6.50 to \$10.50. Microfiche is cheaper than hard copy (\$3.00 regardless of the number of pages).

E. Distribution by DOCEX

1. The Library of Congress' DOCEX Project is a centralized acquisition and distribution service for many US Government publications not available through the Superintendent of Documents or the issuing agency. Distribution is by subscription only, with subscription fees ranging from \$225 to \$750 dependent upon the type of service and publications provided.

2. DOCEX, created after World War II, was originally sponsored by the American Library Association, the Association of Research Libraries, the Special Libraries Association, and the American Association of Law Libraries as a system for acquiring World War II documents for libraries located throughout the United States. DOCEX became part of the Library of Congress in 1968. The current subscription list includes 130 libraries. DOCEX, however, provides special subscription services to selected governmental publications (CIA, for example), and the subscription list for these specialized services is much larger and includes many business, academic, and media users in addition to the 130 participating libraries.

3. No stock copies are maintained by DOCEX; however, a microfiche and a hard copy of every document distributed by DOCEX is maintained in the Library of Congress' Photoduplication Service. The Photoduplication Service provides both hard copy

reproduction and microform service with fees for hard copies ranging from \$.40 a page for documents of less than 24 pages (with a minimum charge of \$4) to \$.30 a page for documents over 24 pages. Microfilm is much cheaper costing \$.19 a page for documents of 24 pages or less and \$.09 a page for documents over 24 pages. The Photoduplication Service periodically has specials that offer a reel or more of microfilm containing similar publications. A reel could contain up to 12 different titles or 12 issues of a monthly publication. Announcements of these specials appear in the Library of Congress' bulletin series that are distributed to libraries throughout the United States. DOCEX does little advertising; however, all the Agency publications are cataloged by the Library of Congress. The Library of Congress' catalog cards are available for public sale to libraries and research organizations throughout the United States.

F. CIA Use of Government Distribution Outlets

1. Currently, the Agency uses all three of the Federal governmental distribution outlets for releasing publications to the public. Most of these arrangements have been in effect for 5 or more years.

2. All NFAC unclassified reference aids and most NFAC unclassified finished intelligence reports are made available to the public through DOCEX. DOCEX offers a special subscription service to these CIA publications for \$225.

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NFAC is currently negotiating with NTIS concerning the distribution of NFAC unclassified reference aids and unclassified finished intelligence publications. NTIS has proposed that all Agency unclassified publications be made available to them in both hard copy and microfiche form. They are in the process of preparing a marketing plan and of writing a contract spelling out the details of the agreement. NTIS would reimburse the Agency for printing override costs and has also requested the negatives (especially those with color) of all publications. NTIS would also like the Agency to add the NTIS processing number, NTIS mailing data, and NTIS advertising to the publications at printing time. Since these data are not required for Agency use and distribution, these latter requirements could be expensive since the additions can be accomplished only by interrupting the printing runs. It is planned that the NTIS distribution would complement rather replace the DOCEX distribution.

4. The OGCR Factbook, atlases, and Country Summary Maps are offered for sale by the Superintendent of Documents. The first two are also available through DOCEX. OGCR also furnishes

unclassified maps to the Library of Congress where they are made available to the public.

III. DISCUSSION

A. Value of Public Release

The Agency obviously benefits from the release of its unclassified publications. The heavy demand for the publications in DOCEX, the mail and telephone inquiries to the Agency (300 to 350 each month), the publicity regarding selected releases in national newspapers, and the eagerness of NTIS to add the NFAC publications to its sales catalog indicate that the public has a high regard for the research and background data in the publications. The Office of Public Affairs (OPA) also reports tremendous interest in the availability of Agency publications whenever the DCI speaks to public groups. The problem is how to meet at a reasonable cost these demands by providing the public with a direct and easy-to-use access and, at the same time, provide the Agency with a favorable public affairs tool.

B. Cost

1. Direct outside dissemination in any volume creates subscription, mailing, storage, printing, publicity, and inquiry costs. No office in the Agency, at this time, is staffed to handle the operation on an in-house basis.

2. Creating an in-house organization could prove to be an extensive and expensive undertaking, if the same range of services offered by DOCEX and NTIS were to be provided. On this basis, it is highly doubtful that even at a breakeven level, the Agency could make documents available at lower costs than they can now be acquired from other sources unless such a system was subsidized.

3. Establishing a subsidized distribution system could lead to certain problems. Its initial purpose would be to provide low cost documents to those segments of the public for whom current acquisition costs might be considered as being too high. Once in operation, however, there is really no way to restrict its use and thus it would probably have to be made available to all requesters.

4. Trying to come up with an accurate estimate as to what establishing and running a breakeven or subsidized in-house distribution system might cost is, at this point in time, a very questionable undertaking as we have very little

knowledge as to what the initial and potential volume of requests might be, and it is doubtful that the Office of General Counsel (OGC) would approve such an undertaking.

C. Advantages of Distribution by an Outside Facility

1. Utilization of one or all three of the major outside Federal governmental distribution facilities (Superintendent of Documents, DOCEX, and NTIS) for Agency publications offers some attractive features. The Agency is required to maintain only a minimum investment in public distribution costs, since the outlet assumes all the costs associated with storage, mailing lists, packaging, shipping, filming, supplemental distribution, stock copies, and correspondence. These costs are substantial, especially if the Agency intends to maintain the service levels of the outlets. We assume that distribution and subscription costs could not be decreased because both DOCEX and NTIS are self-sustaining. Funds from any sale of publications by the Agency must go to the Department of Treasury and cannot be used to cover the cost of Agency operations.

2. Because of their size and extensive facilities, the outside distribution units are able to offer a variety of services such as newsletters, announcement bulletins, indexes, catalogs, customized subscriptions, rush handling, special funding arrangements, computer searches, multiple film media storage, packaged microfilm, standing requirements, and nationwide advertising to the business and academic communities and to the general public.

3. Inquiries from the public can be handled by an Agency form letter or factsheet that directs the requester to the outside distribution center that assumes responsibility for reply and transmittal.

D. Disadvantages of Outside Distribution

1. The main disadvantage of using other distribution outlets for Agency documents is that the Agency receives little direct feedback from the public, either in reactions to a specific publication or in the number of sales. In addition, some members of the public, especially those from the academic and business communities, prefer to deal directly with the Agency rather than another outlet. For example, even though the Agency has been using DOCEX for over 5 years, Agency components receive on the average of 350 inquiries each month from the public about obtaining copies or information about CIA publications.

2. Distribution by other outlets generally becomes so routine that copies are often transmitted to and distributed without any

advance knowledge to the Agency offices that receive the public inquiries. This may cause confusion and often is embarrassing. The Agency does not always receive the advantageous publicity that it could from its open publication policy.

3. None of the Federal distribution outlets provide an easy, direct, and inexpensive approach for a member of the general public. The procedures utilized by NTIS, DOCEX, and the Superintendent are geared toward the organization or institutional user rather than the individual. An individual who wants a copy of a particular Agency publication must determine where the publication is (NTIS, Photoduplication, or Superintendent of Documents), he must know their fee schedules, since the order must be accompanied by a check or money order or else he must write first to obtain charges, and often he is required to know an accession or processing number if he wants quick service. DOCEX, for example, provides a subscription service only to all publications. Hard copy documents are more expensive than microform which generally cannot be used by the individual.

E. Improvements to the Current System

1. Any improvements to the existing Agency distribution system to the public should:

(a) Provide OPA with advance notice and extra copies of those Agency publications they select in advance for publicity and press releases.

(b) Simplify and expand public access to the publications.

(c) Provide publications at the least cost possible to the public.

(d) Continue to emphasize distribution that minimizes the Agency's investment in handling costs.

(e) Offer the public a selection of services on Agency publications in a variety of formats.

(f) Provide announcement and catalog service.

2. Current Agency mechanisms should continue to be employed: GPO sale of selected publications and maps; distribution through the Federal Depository Library Program; subscription through DOCEX; continuation of distribution by individual Agency components such as NFAC and DCD; and selected distribution to the media by OPA. All of these are successful and meet a specific objective. NFAC offices use

the publications to maintain highly effective contacts in the academic and business worlds. OPA uses the publications to improve its contacts with the media. DOCEX is able to handle a large number of domestic and foreign subscribers. Any improvement or changes should not disrupt these current arrangements.

3. Immediate improvement could be effected in several areas. One of the quickest and probably the most effective methods to improve public distribution is for NFAC to complete negotiations with NTIS to assume the distribution of unclassified NFAC publications. The NTIS distribution plan would be based on a contractual arrangement with the Agency with NTIS paying printing costs--both override and extra requirements. NTIS, as a permanent repository of documents and information, sells and packages reports and information in a variety of forms, is well known throughout the academic and business communities, offers single-copy service printed to order, and serves customers that are mostly businessmen and professionals accustomed to locating and applying information to problem solving. NTIS has facilities for handling large amounts of information and as a self-sustaining governmental entity operates very much as a business. Timely and continuous publicity is insured by agreements NTIS has concluded with various research-sponsoring organizations. The arrangement with NTIS would have no impact on the current DOCEX distribution. DOCEX officials have indicated that they would like to continue distribution of Agency unclassified publications even if the publications are also available through NTIS.

4. Another improvement to consider would be to have the Agency subsidize printing costs to offer the public Agency publications at a somewhat reduced cost; however, there are serious legal questions involved in such subsidization. The Superintendent of Documents has recently become much more aggressive in acquiring, advertising, and selling CIA publications. He is currently applying pressure on Printing & Photography Division, OL (P&PD/OL), to get on with reprinting many Summary Maps that are out of stock. The Superintendent still retains the option of selecting only those publications that he feels will sell. The Agency might influence his selection criteria and reduce the costs to the public if we were to offer to subsidize the printing, i.e., offer without cost, thus allowing the document to go on sale at a price reduced by an average of about one third. The Superintendent publishes a monthly list which goes out to 800,000 to 1 million customers. The July issue of the Agency's FACTBOOK will be advertised in the July edition. Providing this publication at no cost to the Superintendent would reduce the charge to the public from \$5.00 to about \$2.90 with CIA accounting for the

difference. Thirty-five hundred copies are being provided for public sale. Agency costs would, therefore, be \$7,350. Printing costs could best be looked at by giving a current example. P&PD/OL is preparing to print the 1978 version of the Handbook of Economic Statistics. P&PD/OL estimates a per-copy cost of \$9.30 for printing 3,000 copies for official use. The Agency has offered this same publication to the Superintendent of Documents to place on public sale (3,000 copies) at a per-copy cost to them of \$5.80. This reduced cost for the Superintendent's copies reflects the exclusion of all costs incurred by P&PD/OL in preparing the publication for the press run. These costs are absorbed by the Agency inasmuch as the prepress work is required for producing Agency copies, and the Superintendent of Documents merely "rides" our press run for their copies. The GPO is charged only for the added press and bindery labor plus material used for producing their copies with P&PD/OL overhead also included. However, GPO adds 124 percent to our costs for their handling and warehousing. This substantial increase causes GPO to fix a \$13.00 selling price for copies on sale to the public. This example shows that the elimination of our costs (\$5.80) would make this publication available to the general public for \$7.20 rather than \$13.00. This subsidized effort would result in "more reasonable cost" publications to the public. Its legality is problematic, however, OGC has stated to the Study Group that it is "doubtful" such an effort would be legal under Title 44.

5. Improvement could also be realized by increasing the role of DOCEX, especially if that outlet could be persuaded to stock selected publications in hard copy. In the case of DOCEX, CIA would absorb the additional printing costs. DOCEX officials have indicated that they will consider stocking extra copies if they can find the storage space.

6. The OPA could expand in-house distribution, both through initial "free" distribution (e.g., selected distribution to the media and others) and referrals of both written and telephone requests. This would require some initial stocking of hard copies in OPA. When these stocks are depleted, inquiries, depending upon the source, would be referred to NTIS, the Superintendent, or the Library of Congress. The initial "free" distribution could be enhanced by the application of several criteria that should be developed jointly by OPA and NFAC with OGC approval. This expansion should in no way replace or infringe upon the NFAC offices' release policy with academic and business groups nor the DCD use of the publications for operational use. Further, current distribution could be increased by

increasing the publications in the OPA handout packages that P&PD/OL has been assembling for that office. P&PD/OL has put together 14 versions of an "information kit" averaging 685 copies per version during the past 6 months at an approximate cost of \$4,824, excluding the cost of various maps and publications such as the Chiefs of State, which were part of the package.

7. Minor steps could also be taken immediately to improve distribution and the public's understanding of this distribution. NFAC and OPA should jointly prepare a factsheet that discusses "how" Agency publications may be procured. The factsheet could be used by OPA in their "information kits" and in handling inquiries from the public, and could be periodically printed in the Federal Register. NFAC is currently preparing a catalog of all publications released through DOCEX, 1972 through 1977. This will provide the public with a comprehensive list of Agency unclassified products. In addition, inquiries from the public for Agency publications, except for those related to FOIA or to NFAC and DCD academic and business contacts, should be centralized in OPA to avoid any public confusion or misinformation. Currently, these inquiries are being handled by a variety of points within the Agency--OPA, OCR, OGCR, and IPS/DDA.

8. It is impossible to determine the amount of additional distribution that might be realized by these improvements. Certainly, access by the public will be easier. Extra effort would be required by OPA to handle both initial distribution and the requests; however, OPA would be in a position to monitor its own distribution. The Agency would not be offering a subscription service, but rather an ad hoc distribution of selected issues to OPA's "selected clientele" as determined by OPA and NFAC until stocks are depleted. OGC has already ruled that the Agency may utilize free distribution as a supplement to sales by another outlet.

F. Implications of the Improvements

1. The proposed improvements require funds to cover the significant increases in printing costs and extra copies for DOCEX, and OPA. P&PD/OL does not have the necessary funds in its FY 1979 budget to cover these additions. The improvements will also result in an increased workload for the OPA staff and will require extra storage space either in OPA or in the Agency's Records Center to store the "free" stock copies for the public.

2. The other suggested improvements could be implemented by NFAC (preparation of a factsheet, implementation of alert

procedures with OPA in advance of release of an unclassified publication, utilization of NTIS services in addition to DOCEX, and negotiations with DOCEX for stocking additional copies for supplemental distribution).

3. If OPA assumes responsibility for a supplemental free distribution to the public, it must also monitor stock copy levels and handle all public distribution and referrals. The criteria for this free distribution must be explicit and approved by the OGC so as not to confuse the public or cause any unfavorable publicity for the Agency.

4. Agency publishing offices must consider other ramifications involved in an expanded market for unclassified publications. Inasmuch as the publications will fall into the hands of a cross section of the populace, a certain level of quality in the appearance of publications is essential to reflect the professionalism of the Agency. However, components will have to exercise caution in the grade of stock utilized for publications and in the number of ink colors used in graphic material in order to avoid any appearance of extravagance in the use of public monies.

IV. CONCLUSIONS

A. The public distribution of Agency unclassified publications has been well received, serves as an effective device for alerting the academic and business communities and the general public on Agency research, and should be continued and expanded.

B. The current Agency public distribution system could be improved to simplify and expand public access and to offer the Agency maximum advantages of this open publication policy for improving its image and the image of intelligence in general.

C. Direct outside dissemination in any volume creates expensive handling costs that should be avoided by utilizing one or all of the three major Federal Government distribution outlets--Superintendent of Documents, DOCEX, and NTIS. The Agency should, however, supplement this outside distribution with an "in-house" service consisting of direct distribution by NFAC and DCD to academic and business contacts, and selective distribution by OPA to the public and the media. The Agency should not undertake a large scale, in-house distribution program to the public.

D. The present method for distributing Agency unclassified publications (DOCEX) somewhat favors the academic or institutional user at the expense of the individual user. The DOCEX distribution offers only two services (a subscription to all or reproduction of individual items). NTIS offers a wider variety of customized services. Agency publications

should also be available for sale from that outlet. Contracting with NTIS will have no impact on current Agency arrangements with DOCEX; DOCEX officials have indicated their willingness to continue distribution even if the publications are also available at NTIS.

E. Any improvements to the Agency's present public distribution system will require additional funds for printing and supply costs, extra storage space for stock copies, and some additional manpower to handle expanded distribution in OPA.

F. It is not possible to provide the public with lower cost Agency unclassified publications without subsidized printing or the creation of an in-house distribution outlet. The OGC has indicated that any major subsidized printing program is of doubtful legality. The utilization of an in-house distribution system would not be competitive with the services provided by NTIS, DOCEX, and the Superintendent of Documents without a substantial Agency investment.

V. RECOMMENDATIONS

OK A. Current Agency mechanisms for public distribution should continue: Superintendent of Document sales of selected publications and maps; subscription service through DOCEX; distribution through the Federal Depository Library Program; NFAC and DCD distribution to academic and business contacts; and OPA distribution to the media. All of these have been successful, and any improvements or new systems should not disrupt these arrangements.

OK B. The Agency should complete negotiations with NTIS to make unclassified Agency publications a part of NTIS' customized and specialized sales programs. Utilization of NTIS will expand the Agency's market since NTIS advertises more extensively than DOCEX and offers a wide variety of options for obtaining the publications.

OK C. NFAC should request DOCEX to take additional hard copies for stock sales to the public.

OK D. The Agency (NFAC and any other producers of unclassified publications that will be distributed to the public) should implement procedures that will provide OPA with advance notice on unclassified publications before release to allow OPA to utilize selected items for Agency press releases and public affairs purposes.

OK E. OPA should expand its in-house distribution by stocking copies of selected Agency publications and providing "free" distribution under criteria developed jointly by OPA and NFAC, and approved by the DCI. When stocks are depleted, OPA should refer inquiries to the appropriate distribution outlet--the Superintendent of Documents, DOCEX, or NTIS.

OK F. NFAC and OPA should jointly prepare a one-page handout factsheet that tells the public "how" Agency publications may be procured. The factsheet could be used by Agency speakers at public forums to answer public inquiries regarding Agency publications. It could also be published in the Federal Register to alert the public on Agency distribution policies.

OK G. All public inquiries relative to Agency unclassified publications, other than those related to NFAC and DCD academic and business contacts or FOIA, should be handled by OPA to avoid public misinformation or confusion about publication distribution. An Agency notice should be prepared assigning this responsibility to OPA.

CRITERIA FOR OPA RELEASE

The following criteria will be used by OPA in stocking and distributing free of charge selected unclassified Agency publications released to the public:

1. OPA's selection will be on the basis that a publication may have wide public interest or will contribute to public debate on critical national issues.

2. As a general rule, the free distribution will not be made to commercial or institutional requesters but will be limited to those individuals who OPA feels need the publications to achieve the objectives listed in 1 above. Commercial and institutional requesters will ordinarily be referred to the appropriate Government distribution outlet--DOCEX, NTIS, or the Superintendent of Documents.

3. Distribution will be limited to existing inventory stocks. When these stocks are depleted, OPA will refer requesters to the appropriate Government distribution outlet.

28 JUL 1978

MEMORANDUM FOR: Associate Director-Management, NFAC
Deputy Director for Administration

FROM: Clarus W. Rice
Deputy Director of Central Reference

SUBJECT: Staff Study on Agency Unclassified Publications

STATINTL

STATINTL

1. Attached is a draft staff study prepared by the study group created by you to examine improved public access to unclassified Agency publications. The study group was composed of the undersigned; [redacted] Office of Public Affairs; [redacted] Printing & Photography Division, OL; and [redacted] Information Systems Analysis Staff.

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2. The study recommends:

a. Current Agency mechanisms for public distribution should continue. These include sales by the Superintendent of Documents, subscription service through DOCEX of the Library of Congress, distribution through the Federal Depository Library Program, NFAC and DCD distribution to selected academic and business contacts, and OPA distribution to the media.

b. The Agency complete negotiations with NTIS to make Agency unclassified publications a part of NTIS' customized sales programs.

c. Procedures should be implemented that provide OPA with advance notice on unclassified publications to allow OPA to utilize selected ones for public affairs purposes.

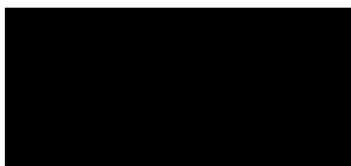
d. OPA should expand in-house distribution by stocking copies and providing "free" distribution of selected Agency publications under guidelines developed jointly by OPA and NFAC and approved by OGC and the DCI.

e. NFAC and OPA should prepare a one-page handout fact-sheet that tells people "how" Agency publications may be procured.

SUBJECT: Staff Study on Agency Unclassified Publications

f. All public inquiries regarding Agency unclassified publications other than those related to NFAC and DCD contacts or FOIA should be handled by OPA.

3. We are ready, as a group, to discuss the paper in more detail at your convenience and to obtain your views or concurrences. After your review, the plan would be to forward the study to you for action or through you to the DDCI for action. If you have any questions, please call.



Clarus W. Rice

STATINTL

28 JUL 1978

STAFF STUDY

I. STATEMENT OF THE PROBLEM

A. How to improve the distribution of unclassified Agency publications to the general public. The objective is to provide the public with a direct, easy-to-use, and inexpensive access to the publications and secondarily provide an opportunity for enhancing the public image of the Agency and intelligence.

B. This staff study summarizes the history of the Agency's public release policy, outlines the current methods of distribution, discusses the various options for improving this distribution, and recommends revised Agency procedures.

II. BACKGROUND

A. History

1. In January 1972, the DDI approved release of selected unclassified biographic reference aids produced by the Central Reference Service (now known as the Office of Central Reference [OCR]) to the public through the Document Expediting (DOCEX) Project of the Library of Congress. The DDI selected DOCEX to avoid expensive in-house handling costs, and because DOCEX provided services to a cross section of academic libraries throughout the United States.

2. A number of unclassified Agency publications had been disseminated to the public before January 1972, some with the Agency seal and others without attribution. The Department of State's Office of External Research disseminated CIA's biographic reference aids to the academic community for almost 10 years, until the program was discontinued in 1970 because of State's budgetary reductions. The covers and any other indicators of Agency attribution were removed before transmittal by the Department of State, but most of the recipients knew CIA was the source. The DDI Academic Coordinator in the 1960's distributed various reference and research aid publications to selected Chinese and Soviet academicians. This practice has continued, with NFAC's Coordinator for Academic Relations disseminating unclassified publications to academicians, and NFAC offices distributing publications to selected members of the academic and business communities. The DDP (now DDO) released, in the late 1960's, 38 Personal Name Handbooks to the public through the Library of Congress' Photoduplication Service. CIA attribution did

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not appear on these handbooks, but the Agency was identified as the originator in Library of Congress' catalogs. The Map Library has a program that began in the 1960's for releasing General Survey maps and some atlases.

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3. The OCR distribution program through DOCEX, however, was the first formal, systematic public release implemented by the DDI. The Office of Economic Research (OER) joined the DOCEX program in late 1972, and other DDI offices began releasing selected unclassified publications in the following years. Approximately 150 NFAC publications were released through DOCEX in calendar year 1977; this is up from 28 in calendar year 1972 when the program was initiated. The majority of the items released to date are OCR and OER publications.

4. The CIA publications quickly became "best sellers" in DOCEX. Requests came from the business and academic communities, newspapers, the general public, and foreign governments. DOCEX established a special CIA-only subscription list to handle these requests. Currently, there are 233 subscribers to that list that include 67 foreign governments and businesses and 166 domestic subscribers (newspapers, research firms, companies, banks, academic institutions, and private individuals). Numerous other inquiries are handled on an individual publication basis by the Photoduplication Service of the Library of Congress.

5. In November 1975, private and academic librarians requested that CIA unclassified publications be released through the Federal Depository Library Program which creates, by law, a class of libraries in the United States in which Government documents are deposited for the use of the public. There are an estimated 1,390 depository libraries. In June 1977, the DCI approved Agency participation in the Depository Program. Approximately 900 depository libraries are now receiving Agency publications. Under this program, two copies of every Agency unclassified publication are furnished to the Government Printing Office (GPO). The GPO has a contractor convert the hard copy materials to microfiche which are distributed to the depository libraries. If the Agency publication contains charts, graphics, and maps in color, and the color is "crucial," 900 hard copies are furnished for distribution to depository libraries.

B. Federal Government Distribution Outlets

1. Federal agencies that do not want to distribute their own documents or that may want to supplement their own internal

systems can use three major Federal governmental distribution outlets--the Superintendent of Documents, the NTIS of the US Department of Commerce, or the DOCEX Project of the Library of Congress, supplemented by the Photoduplication Service of the Library of Congress. The same governmental document may be available for distribution by all three of these outlets.

2. The types of service provided, the clientele served, and service availability and coverage vary with these outlets.

C. Distribution by the Superintendent of Documents

1. Distribution by the Superintendent of Documents is entirely by sale (except for distribution of hard copy and microfiche of items to depository libraries). Anyone may order a publication offered by the Superintendent either by mail or in person using an over-the-counter sales office at the GPO or one of 19 branch sales offices. Stocks in the branch offices are small, but the price lists are maintained and mail orders may be placed. The Superintendent publishes a Monthly Catalog of information about current items. The Superintendent sells coupons which may be used to purchase publications in lieu of cash or money orders, and regular customers may make cash deposits to cover orders.

2. It is impossible to categorize the types of publications offered for sale by the Superintendent, but he is only interested in selling those items which in his opinion will have a market. The Superintendent selects those Federal agency publications that he feels will sell. He has no obligation to accept all of them for public sale. The Superintendent has no obligation to reprint or to provide out-of-print documents.

D. Distribution by the NTIS

1. Commerce's NTIS is a clearinghouse for US and foreign governments-sponsored research, development, and engineering reports and other reports (business, economic, scientific, social) prepared by Federal and local governmental agencies. Distribution is by sale only since the law that created NTIS requires it to recover its operating costs from the sales of its products and services. NTIS offers its customers documents, microforms, and Federally-generated machine processable data files.

2. The NTIS collection is estimated to exceed one million titles and all are available for sale; about 10 percent of the titles are stocked in multiple copies. NTIS publishes weekly newsletters announcing its new research reports issued under

26 different categories of interest (administration, energy, medicine, physics, etc.) and also publishes a biweekly index journal to all new receipts. Customers may also utilize NTIS' on-line computer search service or purchase stock copies of published searches. The NTIS data base is also commercially available to subscribers of the Systems Development Corporation's on-line data service, ORBIT, and Lockheed's DIALOG. Standing order, microfiche, and automatic paper copy distribution services are available. Additional tailored services are offered. NTIS offers deposit accounts or American Express charge service; otherwise payment by check or money order must accompany each order. Three service options are available--rush handling, premium service, and regular service. Two retail sales offices are maintained, one in Washington, DC, and the other in Springfield, Virginia.

3. NTIS advertises itself as one of the world's leading processors of information, stating that it ships about 20,000 information products daily. The NTIS price schedule is related to page size of the document; for example, a document up to 25 pages sells for \$4.00, a document of 100 to 125 pages sells for \$6.50 to \$10.50. Microfiche is cheaper than hard copy (\$3.00 regardless of the number of pages).

E. Distribution by DOCEX

1. The Library of Congress' DOCEX Project is a centralized acquisition and distribution service for many US Government publications not available through the Superintendent of Documents or the issuing agency. Distribution is by subscription only, with subscription fees ranging from \$225 to \$750 dependent upon the type of service and publications provided.

2. DOCEX, created after World War II, was originally sponsored by the American Library Association, the Association of Research Libraries, the Special Libraries Association, and the American Association of Law Libraries as a system for acquiring World War II documents for libraries located throughout the United States. DOCEX became part of the Library of Congress in 1968. The current subscription list includes 130 libraries. DOCEX, however, provides special subscription services to selected governmental publications (CIA, for example), and the subscription list for these specialized services is much larger and includes many business, academic, and media users in addition to the 130 participating libraries.

3. No stock copies are maintained by DOCEX; however, a microfiche and a hard copy of every document distributed by DOCEX is maintained in the Library of Congress' Photoduplication Service. The Photoduplication Service provides both hard copy

reproduction and microform service with fees for hard copies ranging from \$.40 a page for documents of less than 24 pages (with a minimum charge of \$4) to \$.30 a page for documents over 24 pages. Microfilm is much cheaper costing \$.19 a page for documents of 24 pages or less and \$.09 a page for documents over 24 pages. The Photoduplication Service periodically has specials that offer a reel or more of microfilm containing similar publications. A reel could contain up to 12 different titles or 12 issues of a monthly publication. Announcements of these specials appear in the Library of Congress' bulletin series that are distributed to libraries throughout the United States. DOCEX does little advertising; however, all the Agency publications are cataloged by the Library of Congress. The Library of Congress' catalog cards are available for public sale to libraries and research organizations throughout the United States.

F. CIA Use of Government Distribution Outlets

1. Currently, the Agency uses all three of the Federal governmental distribution outlets for releasing publications to the public. Most of these arrangements have been in effect for 5 or more years.

2. All NFAC unclassified reference aids and most NFAC unclassified finished intelligence reports are made available to the public through DOCEX. In addition, DOCEX offers a special subscription service to these CIA publications for \$225.

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[REDACTED]

NFAC is currently negotiating with NTIS concerning the distribution of NFAC unclassified reference aids and unclassified finished intelligence publications. NTIS has proposed that all Agency unclassified publications be made available to them in both hard copy and microfiche form. They are in the process of preparing a marketing plan and of writing a contract spelling out the details of the agreement. NTIS would reimburse the Agency for printing override costs and has also requested the negatives (especially those with color) of all publications. NTIS would also like the Agency to add the NTIS processing number, NTIS mailing data, and NTIS advertising to the publications at printing time. Since these data are not required for Agency use and distribution, these latter requirements could be expensive since the additions can be accomplished only by interrupting the printing runs. It is planned that the NTIS distribution would complement rather replace the DOCEX distribution.

4. The OGCR Factbook, atlases, and Country Summary Maps are offered for sale by the Superintendent of Documents. The first two are also available through DOCEX. OGCR also furnishes

unclassified maps to the Library of Congress where they are made available to the public.

III. DISCUSSION

A. Value of Public Release

The Agency obviously benefits from the release of its unclassified publications. The heavy demand for the publications in DOCEX, the mail and telephone inquiries to the Agency (300 to 350 each month), the publicity regarding selected releases in national newspapers, and the eagerness of NTIS to add the NFAC publications to its sales catalog indicate that the public has a high regard for the research and background data in the publications. The Office of Public Affairs (OPA) also reports tremendous interest in the availability of Agency publications whenever the DCI speaks to public groups. The problem is how to meet at a reasonable cost these demands by providing the public with a direct and easy-to-use access and, at the same time, provide the Agency with a favorable public affairs tool.

B. Cost

1. Direct outside dissemination in any volume creates subscription, mailing, storage, printing, publicity, and inquiry costs. No office in the Agency, at this time, is staffed to handle the operation on an in-house basis.

2. Creating an in-house organization could prove to be an extensive and expensive undertaking, if the same range of services offered by DOCEX and NTIS were to be provided. On this basis, it is highly doubtful that even at a breakeven level, the Agency could make documents available at lower costs than they can now be acquired from other sources unless such a system was subsidized.

3. Establishing a subsidized distribution system could lead to certain problems. Its initial purpose would be to provide low cost documents to those segments of the public for whom current acquisition costs might be considered as being too high. Once in operation, however, there is really no way to restrict its use and thus it would probably have to be made available to all requesters.

4. Trying to come up with an accurate estimate as to what establishing and running a breakeven or subsidized in-house distribution system might cost is, at this point in time, a very questionable undertaking as we have very little

knowledge as to what the initial and potential volume of requests might be, and it is doubtful that the Office of General Counsel (OGC) would approve such an undertaking.

C. Advantages of Distribution by an Outside Facility

1. Utilization of one or all three of the major outside Federal governmental distribution facilities (Superintendent of Documents, DOCEX, and NTIS) for Agency publications offers some attractive features. The Agency is required to maintain only a minimum investment in public distribution costs, since the outlet assumes all the costs associated with storage, mailing lists, packaging, shipping, filming, supplemental distribution, stock copies, and correspondence. These are substantial, especially if the Agency intends to maintain the service levels of the outlets. We assume that distribution and subscription costs could not be decreased because both DOCEX and NTIS are self-sustaining. Funds from any sale of publications by the Agency must go to the Department of Treasury and cannot be used to cover the cost of Agency operations.

2. Because of their size and extensive facilities, the outside distribution units are able to offer a variety of services such as newsletters, announcement bulletins, indexes, catalogs, customized subscriptions, rush handling, special funding arrangements, computer searches, multiple film media storage, packaged microfilm, standing requirements, and nationwide advertising to the business and academic communities and to the general public.

3. Inquiries from the public can be handled by an Agency form letter or factsheet that directs the requester to the outside distribution center that assumes responsibility for reply and transmittal.

D. Disadvantages of Outside Distribution

1. The main disadvantage of using other distribution outlets for Agency documents is that the Agency receives little direct feedback from the public, either in reactions to a specific publication or in the number of sales. In addition, some members of the public, especially those from the academic and business communities, prefer to deal directly with the Agency rather than another outlet. For example, even though the Agency has been using DOCEX for over 5 years, Agency components receive on the average of 350 inquiries each month from the public about obtaining copies or information about CIA publications.

2. Distribution by other outlets generally becomes so routine that copies are often transmitted to and distributed without any

advance knowledge to the Agency offices that receive the public inquiries. This may cause confusion and often is embarrassing. The Agency does not always receive the advantageous publicity that it could from its open publication policy.

3. None of the Federal distribution outlets provide an easy, direct, and inexpensive approach for a member of the general public. The procedures utilized by NTIS, DOCEX, and the Superintendent are geared toward the organization or institutional user rather than the individual. An individual who wants a copy of a particular Agency publication must determine where the publication is (NTIS, Photoduplication, or Superintendent of Documents), he must know their fee schedules, since the order must be accompanied by a check or money order or else he must write first to obtain charges, and often he is required to know an accession or processing number if he wants quick service. DOCEX, for example, provides a subscription service only to all publications. Hard copy documents are more expensive than microform which generally cannot be used by the individual.

E. Improvements to the Current System

1. Any improvements to the existing Agency distribution system to the public should:

(a) Provide OPA with advance notice and extra copies of those Agency publications they select in advance for publicity and press releases.

(b) Simplify and expand public access to the publications.

(c) Provide publications at the least cost possible to the public.

(d) Continue to emphasize distribution that minimizes the Agency's investment in handling costs.

(e) Offer the public a selection of services on Agency publications in a variety of formats.

(f) Provide announcement and catalog service.

2. Current Agency mechanisms should continue to be employed: GPO sale of selected publications and maps; distribution through the Federal Depository Library Program; subscription through DOCEX; continuation of distribution by individual Agency components such as NFAC and DCD; and selected distribution to the media by OPA. All of these are successful and meet a specific objective. NFAC offices use

the publications to maintain highly effective contacts in the academic and business worlds. OPA uses the publications to improve its contacts with the media. DOCEX is able to handle a large number of domestic and foreign subscribers. Any improvement or changes should not disrupt these current arrangements.

3. Immediate improvement could be effected in several areas. One of the quickest and probably the most effective methods to improve public distribution is for NFAC to complete negotiations with NTIS to assume the distribution of unclassified NFAC publications. The NTIS distribution plan would be based on a contractual arrangement with the Agency with NTIS paying printing costs--both override and extra requirements. NTIS, as a permanent repository of documents and information, sells and packages reports and information in a variety of forms, is well known throughout the academic and business communities, offers single-copy service printed to order, and its customers are mostly businessmen and professionals accustomed to locating and applying information to problem solving. NTIS has facilities for handling large amounts of information and as a self-sustaining governmental entity operates very much as a business. Timely and continuous publicity is insured by agreements NTIS has concluded with various research-sponsoring organizations. The arrangement with NTIS would have no impact on the current DOCEX distribution. DOCEX officials have indicated that they would like to continue distribution of Agency unclassified publications even if the publications are also available through NTIS.

4. Another improvement to consider would be to have the Agency subsidize printing costs to offer the public Agency publications at a somewhat reduced cost; however, there are serious legal questions involved in such subsidization. The Superintendent of Documents has recently become much more aggressive in acquiring, advertising, and selling CIA publications. He is currently applying pressure on Printing & Photography Division, OL (P&PD/OL), to get on with reprinting many Summary Maps that are out of stock. The Superintendent still retains the option of selecting only those publications that he feels will sell. The Agency might influence his selection criteria and reduce the costs to the public if we were to offer to subsidize the printing, i.e., offer without cost, thus allowing the document to go on sale at a price reduced by an average of about one third. The Superintendent publishes a monthly list which goes out to 800,000 to 1 million customers. The July issue of the Agency's FACTBOOK will be advertised in the July edition. Providing this publication at no cost to the Superintendent would reduce the charge to the public from \$5.00 to about \$2.90 with CIA accounting for the

difference. Thirty-five hundred copies are being provided for public sale. Agency costs would, therefore, be \$7,350. Printing costs could best be looked at by giving a current example. P&PD/OL is preparing to the 1978 version of the Handbook of Economic Statistics. P&PD/OL estimates a per-copy cost of \$9.30 for printing 3,000 copies for official use. The Agency has offered this same publication to the Superintendent of Documents to place on public sale (3,000 copies) at a per-copy cost to them of \$5.80. This reduced cost for the Superintendent's copies reflects the exclusion of all costs incurred by P&PD/OL in preparing the publication for the press run. These costs are absorbed by the Agency inasmuch as the prepress work is required for producing Agency copies, and the Superintendent of Documents merely "rides" our press run for their copies. The GPO is charged only for the added press and bindery labor plus material used for producing their copies with P&PD/OL overhead also included. However, GPO adds 124 percent to our costs for their handling and warehousing. This substantial increase causes GPO to fix a \$13.00 selling price for copies on sale to the public. This example shows that the elimination of our costs (\$5.80) would make this publication available to the general public for \$7.20 rather than \$13.00. This subsidized effort would result in "more reasonable cost" publications to the public. Its legality is problematic, however; OGC has stated to the Study Group that it is "doubtful" such an effort would be legal under Title 44.

5. Improvement could also be realized by increasing the role of DOCEX, especially if that outlet could be persuaded to stock selected publications in hard copy. In the case of DOCEX, CIA would absorb the additional printing costs. DOCEX officials have indicated that they will consider stocking extra copies if they can find the storage space.

6. The OPA could expand in-house distribution, both through initial "free" distribution (e.g., selected distribution to the media and others) and referrals of both written and telephone requests. This would require some initial stocking of hard copies in OPA. When these stocks are depleted, inquiries, depending upon the source, would be referred to NTIS, the Superintendent, or the Library of Congress. The initial "free" distribution could be enhanced by the application of several criteria that should be developed jointly by OPA and NFAC with OGC approval. This expansion should in no way replace or infringe upon the NFAC offices' release policy with academic and business groups nor the DCD use of the publications for operational use. Further, current distribution could be increased by

increasing the publications in the OPA handout packages that P&PD/OL has been assembling for that office. P&PD/OL has put together 14 versions of an "information kit" averaging 685 copies per version during the past 6 months at an approximate cost of \$4,824, excluding the cost of various maps and publications such as the Chiefs of State, which were part of the package.

7. Minor steps could also be taken immediately to improve distribution and the public's understanding of this distribution. NFAC and OPA should jointly prepare a fact-sheet that discusses "how" Agency publications may be procured. The factsheet could be used by OPA in their "information kits" and in handling inquiries from the public. NFAC is currently preparing a catalog of all publications released through DOCEX, 1972 through 1977. This will provide the public with a comprehensive list of Agency unclassified products. In addition, inquiries from the public for Agency publications, except for those related to FOIA or to NFAC and DCD academic and business contacts, should be centralized in OPA to avoid any public confusion or misinformation. Currently, these inquiries are being handled by a variety of points within the Agency--OPA, OCR, OGCR, and IPS/DDA.

Run this off in the Federal Register

8. It is impossible to determine the amount of additional distribution that might be realized by these improvements. Certainly, access by the public will be easier. Extra effort would be required by OPA to handle both initial distribution and the requests; however, OPA would be in a position to monitor its own distribution. The Agency would not be offering a subscription service, but rather an ad hoc distribution of selected issues to OPA's "selected clientele" as determined by OPA and NFAC until stocks are depleted. OGC has already ruled that the Agency may utilize free distribution as a supplement to sales by another outlet.

F. Implications of the Improvements

1. The proposed improvements require funds to cover the significant increases in printing costs and extra copies for DOCEX, and OPA. P&PD/OL does not have the necessary funds in its FY 1979 budget to cover these additions. The improvements will also result in an increased workload for the OPA staff and will require extra storage space either in OPA or in the Agency's Records Center to store the "free" stock copies for the public.

2. The other suggested improvements could be implemented by NFAC (preparation of a factsheet, implementation of alert

procedures with OPA in advance of release of an unclassified publication, utilization of NTIS services in addition to DOCEX, and negotiations with DOCEX for stocking additional copies for supplemental distribution).

3. If OPA assumes responsibility for a supplemental free distribution to the public, it must also monitor stock copy levels and handle all public distribution and referrals. The criteria for this free distribution must be explicit and approved by the OGC so as not to confuse the public or cause any unfavorable publicity for the Agency.

4. Agency publishing offices must consider other ramifications involved in an expanded market for unclassified publications. Inasmuch as the publications will fall into the hands of a cross section of the populace, a certain level of quality in the appearance of publications is essential to reflect the professionalism of the Agency. However, components will have to exercise caution in the grade of stock utilized for publications and in the number of ink colors used in graphic material in order to avoid any appearance of extravagance in the use of public monies.

IV. CONCLUSIONS

A. The public distribution of Agency unclassified publications has been well received, serves as an effective device for alerting the academic and business communities and the general public on Agency research, and should be continued and expanded.

B. The current Agency public distribution system could be improved to simplify and expand public access and to offer the Agency maximum advantages of this open publication policy for improving its image and the image of intelligence in general.

C. Direct outside dissemination in any volume creates expensive handling costs that should be avoided by utilizing one or all of the three major Federal Government distribution outlets--Superintendent of Documents, DOCEX, and NTIS. The Agency should, however, supplement this outside distribution with an "in-house" service consisting of direct distribution by NFAC and DCD to academic and business contacts, and selective distribution by OPA to the public and the media. The Agency should not undertake a large scale, in-house distribution program to the public.

D. The present method for distributing Agency unclassified publications (DOCEX) somewhat favors the academic or institutional user at the expense of the individual user. The DOCEX distribution offers only two services (a subscription to all or reproduction of individual items). NTIS offers a wider variety of customized services. Agency publications

should also be available for sale from that outlet. Contracting with NTIS will have no impact on current Agency arrangements with DOCEX; DOCEX officials have indicated their willingness to continue distribution even if the publications are also available at NTIS.

E. Any improvements to the Agency's present public distribution system will require additional funds for printing and supply costs, extra storage space for stock copies, and some additional manpower to handle expanded distribution in OPA.

F. It is not possible to provide the public with lower cost Agency unclassified publications without subsidized printing or the creation of an in-house distribution outlet. The OGC has indicated that any major subsidized printing program is of doubtful legality. The utilization of an in-house distribution system would not be competitive with the services provided by NTIS, DOCEX, and the Superintendent of Documents without a substantial Agency investment.

V. RECOMMENDATIONS

A. Current Agency mechanisms for public distribution should continue: Superintendent of Document sales of selected publications and maps; subscription service through DOCEX; distribution through the Federal Depository Library Program; NFAC and DCD distribution to academic and business contacts; and OPA distribution to the media. All of these have been successful, and any improvements or new systems should not disrupt these arrangements.

B. The Agency should complete negotiations with NTIS to make unclassified Agency publications a part of NTIS' customized and specialized sales programs. Utilization of NTIS will expand the Agency's market since NTIS advertises more extensively than DOCEX and offers a wide variety of options for obtaining the publications. ✓

C. NFAC should request DOCEX to take additional hard copies for stock sales to the public.

D. The Agency (NFAC and any other producers of unclassified publications that will be distributed to the public) should implement procedures that will provide OPA with advance notice on unclassified publications before release to allow OPA to utilize selected items for Agency press releases and public affairs purposes.

E. OPA should expand its in-house distribution by stocking copies of selected Agency publications and providing "free" distribution under criteria developed jointly by OPA, NFAC, and other producing offices and approved by the DCI. When stocks are depleted, OPA should refer inquiries to the appropriate distribution outlet--the Superintendent of Documents, DOCEX, or NTIS. ✓

F. NFAC and OPA should jointly prepare a one-page handout factsheet that tells the public "how" Agency publications may be procured. The factsheet could be used by Agency speakers at public forums and to answer public inquiries regarding Agency publications.

G. All public inquiries relative to Agency unclassified publications, other than those related to NFAC and DCD academic and business contacts or FOIA, should be handled by OPA to avoid public misinformation or confusion about publication distribution. An Agency notice should be prepared assigning this responsibility to OPA.

APPROVED: _____
Deputy Director of Central Intelligence

DISAPPROVED: _____
Deputy Director of Central Intelligence

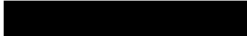
DATE: _____

DD/A Registry
78-2371/2

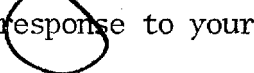
HEAD # 2441-78/2

DD/A Registry
File Security -4

14 June 1978

MEMORANDUM FOR: Deputy Director for Administration
FROM : 
Associate Director-Management
National Foreign Assessment Center
SUBJECT : Study Group on Unclassified Agency
Publications

STATINTL


In response to your memorandum of 12 June, the National Foreign Assessment Center hereby nominates Clarus Rice, Deputy Director of Central Reference, as the NFAC representative and chairman of your Study Group. Mr. Rice can be reached on extension 5211.

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cc: DD/OCR

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ADMINISTRATIVE-INTERNAL USE ONLY

DD/A Registry
File *Security-4*

Unclassified Central Intelligence Agency reports, maps and documents can be obtained from various sources. However, when requesting a single copy of a publication, the exact publication title or document number is normally required.

A. Unclassified intelligence reports are available through the DOCEX Program of the Library of Congress.

1. To obtain a copy of all CIA unclassified reports available through DOCEX, a subscription at a cost of \$225 per year can be placed with:

Document Expediting (DOCEX) Project
Exchange and Gifts Division
Library of Congress
Washington, D. C. 20540

2. If a specific report is desired, it can be ordered in microfilm (cost-\$4.50 plus postage) or in photocopy (cost \$4.00 plus postage for reports under 100 pages and 12 1/2 cents per page plus postage for reports of 100 pages and more) by writing to:

Photoduplication Service
Library of Congress
Washington, D. C. 20540

B. The Government Printing Office makes available maps, atlases, the National Basic Intelligence Factbook and, on occasion, high interest intelligence reports.

1. Prices vary. Requests should be addressed to:

Government Printing Office
Superintendent of Documents
Washington, D. C. 20402

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C. The Department of Commerce's National Technical Information Services (NTIS) makes available translations of foreign technical papers [REDACTED]

[REDACTED] Prices vary. These may be ordered from:

National Technical Information Services
U.S. Department of Commerce
5205 Port Royal Road
Springfield, VA 22161

D. Neither the Library of Congress nor the Government Printing Office provides a listing of all reports, maps and factbooks issued by the CIA and available to the public. However, a complete list, updated monthly, is produced by the Public Affairs Office of the Central Intelligence Agency and can be obtained by writing:

Public Affairs Office
Central Intelligence Agency
Washington, D. C. 20505

(Currently there are 150 recipients of our listing of documents produced).

DD/A Registry

File Security - 4

DDA 78-2371

12 June 1978

MEMORANDUM FOR: Deputy Director for National Foreign
Assessment
Director of Public Affairs
Director of Logistics

FROM: John F. Blake
Deputy Director for Administration

SUBJECT: Greater Public Availability of Unclassified
Agency Publications

STATINTL

1. The subject of this memorandum was a matter of discussion at the recent DCI conference at the [REDACTED] and I volunteered to take a course of action to explore the matter.

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2. I ask that the Deputy Director for National Foreign Assessment make a nomination to chair a study group on this matter, the other members being Mr. Herb Hetu, [REDACTED] of my office, and a representative of the Office of Logistics.

3. For the benefit of addressees, there is attached a fact sheet on this matter which Herb Hetu has offered.

4. Upon receipt of nominees, we will establish an initial meeting date for the group.

/s/John F. Blake

John F. Blake

Att

cc: AI/DDA

DDA:JFBlake:kmg (12 Jun 78)

Distribution:

Orig - DD/NFA

1 - D/PA

1 - D/Log

1 - DDA Subj

1 - DDA Chrono

Central Intelligence Agency Reports

A. Unclassified reports are available through DOCEX Program of the Library of Congress.

1. To obtain a copy of all CIA unclassified reports available through DOCEX, a subscription can be placed with:

Document Expediting (DOCEX) Project
Exchange and Gifts Division
Library of Congress
Washington, D.C. 20540

2. The cost is \$255 per year.

B. If a specific report is desired, it can be ordered in microfilm (cost-\$4.50 plus postage) or in photocopy (cost \$4.00 plus postage for reports under 100 pages and 12 1/2 cents per page plus postage for reports of 100 pages and more) by writing to:

Photoduplication Service
Library of Congress
Washington, D.C. 20540

NOTE: When requesting a single copy of a publication, the exact publication title or document number is required. This information can be obtained from one of the more than 1,200 Federal Depository Libraries* throughout the country, each of which receives a microfilmed copy of all reports available through DOCEX since September 1977.

C. If an individual does not need a personal copy of a report but would just like to read it, this can be done by reviewing the microfilm copy on hand at the nearest Federal Depository Library.

D. The Government Printing Office makes available maps, atlases, the National Basic Intelligence Factbook and, on occasion, high interest intelligence reports.

1. Prices vary. Requests should be addressed to:

Government Printing Office
Superintendent of Documents
Washington, D.C. 20402

E. Neither the Library of Congress nor the Government Printing Office provides a listing of all reports, maps and factbooks issued by the CIA and available to the public. However, a complete list, updated monthly, is produced by the Public Affairs Office of the Central Intelligence Agency and can be obtained by writing:

Public Affairs Office
Central Intelligence Agency
Washington, D.C. 20505

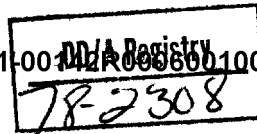
(Currently there are 150 recipients of our listing of documents produced.)

* Federal Depository Libraries are so designated by Senators and Congressmen and at least 2 are located in every Congressional District. They are a class of libraries in which certain Government publications are deposited for free use of the public.

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Central Intelligence Agency
Washington, D.C. 20505
(703) 351-7676



Herbert E. Hetu
Director of Public Affairs

6 June 1978

NOTE FOR: Deputy Director of Administration

STATINTL

As I recall, you volunteered at the [REDACTED] to form a group to consider the problem of unclassified document distribution. Attached for your information is a rough of a fact sheet outlining how unclassified Agency reports may now be obtained by the public.

I look forward to working with you on this problem.

STATINTL

[REDACTED]
Herbert E. Hetu

Att: a/s

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SENDER WILL CHECK CLASSIFICATION TOP AND BOTTOM			
UNCLASSIFIED		CONFIDENTIAL	SECRET
OFFICIAL ROUTING SLIP			
TO	NAME AND ADDRESS	DATE	INITIALS
1	DDA		
2			
3			
4			
5			
6			
ACTION		DIRECT REPLY	PREPARE REPLY
APPROVAL		DISPATCH	RECOMMENDATION
COMMENT		FILE	RETURN
CONCURRENCE		INFORMATION	SIGNATURE
Remarks:			
<p>Ref your memo, DDA 78-2371 dtd 12 Jun</p> <p>(Greater Public Availability of Unclassified Agency Publications)</p> <p>Please substitute this current factsheet for the one attached to your memo.</p> <p>I have sent copies to all addressees of your memo. (DD/NFAC and D/OL)</p> <p style="text-align: right;">Public Affairs</p>			
FOLD HERE TO RETURN TO SENDER			
FROM: NAME, ADDRESS AND PHONE NO.			DATE
Public Affairs 1F06 Hqs			14 Jun
UNCLASSIFIED		CONFIDENTIAL	SECRET

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STATINTL

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OFFICIAL ROUTING SLIP					
TO	NAME AND ADDRESS	DATE	INITIALS		
1	EO/ DDA	6/15	<i>[Signature]</i>		
2	DDA	6/16	7		
3	A/ DDA				
4	Registry				
5	DDA				
6					
ACTION		DIRECT REPLY	PREPARE REPLY		
APPROVAL		DISPATCH	RECOMMENDATION		
COMMENT		FILE	RETURN		
CONCURRENCE		INFORMATION	SIGNATURE		
Remarks: NOTE: Mr. Blake phoned nominees in.					
FOLD HERE TO RETURN TO SENDER					
FROM: NAME, ADDRESS AND PHONE NO.					DATE
Associate Director-Management/NFAC					6/14/78
UNCLASSIFIED		CONFIDENTIAL		SECRET	

OFFICIAL ROUTING SLIP

TO	NAME AND ADDRESS	DATE	INITIALS
1	EO/DDA	7/30	<i>[Signature]</i>
2			
3	A/DDA	2 AUG 1978	<i>[Signature]</i>
4			
5	DDA	9 AUG 1978	<i>[Signature]</i>
6	<i>A/I</i>		<i>[Signature]</i>
	ACTION	DIRECT REPLY	PREPARE REPLY
	APPROVAL	DISPATCH	RECOMMENDATION
	COMMENT	FILE	RETURN
	CONCURRENCE	INFORMATION	SIGNATURE

Remarks:

FOLD HERE TO RETURN TO SENDER

FROM: NAME, ADDRESS AND PHONE NO.

DATE

ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Staff Study on the Distribution of Agency Unclassified Publications

FROM:

Deputy Director of Central Reference
2E60 Headquarters

EXTENSION

5211

NO.

DATE

15 AUG 1978

TO: (Officer designation, room number, and building)

DATE

OFFICER'S INITIALS


COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

RECEIVED

FORWARDED

1. *A-EO/DDA*
A/ DDA
7D24 Hqts.

19 AUG 1978

Attached is the final study on unclassified publications and the draft criteria. If you have any questions, please call. Per *STATINTL* request, I have sent a drop copy to *h* 

STATINTL
ILLEGIB

19 AUG 1978

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ROUTING AND RECORD SHEET

78-2416

SUBJECT: (Optional)

Distribution of Agency Unclassified Publications

FROM:

John F. Blake
Deputy Director for Administration
7D 24 Hqs

EXTENSION

5454

NO.

DATE

23 August 1978

TO: (Officer designation, room number, and building)

DATE

RECEIVED

FORWARDED

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. ~~Director of Central Intelligence~~
7D 5607 Hqs

1 AUG 1978

8/25

W

2. ~~DCI~~

Rec'd
25 August 1978

5 AUG 1978

A/amy

3.

4.

APPROVAL

5. ~~Deputy Director for Administration~~
7D 24 Hqs

8/28

28 AUG 1978

W

6.

A/DDA

7.

DDA

28 AUG 1978

7

8.

9.

AK

10.

11.

12.

13.

14.

15.

DCI OK in recommendations. (See paper clip) 26